

# The Learning Society

## AN ABRIDGED VERSION

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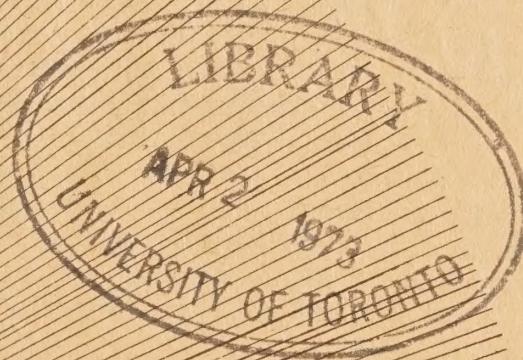
Produced by the  
Students' Administrative  
Council  
University of Toronto

Report of the  
Commission on  
Post-Secondary  
Education in  
Ontario



March, 1973

~~Reports on Education~~



# Terms of Reference

A Commission on Post-Secondary Education in Ontario is appointed, effective April 15th, 1969, to advise the Minister of Education and Minister of University Affairs under the following terms of reference:

It shall be the responsibility of the Commission:

1. To consider, in the light of present provisions for university and other post-secondary education in Ontario, the pattern necessary to ensure the further effective development of post-secondary education in the Province during the period to 1980, and in general terms to 1990, and make recommendations thereon.
2. In particular, but not to the exclusion of other matters, to study and make recommendations on:
  - \* the educational and cultural needs of students to be met at the post-secondary level in Ontario, including adult and continuing education;
  - \* the patterns of student preference and demand in post-secondary education, especially as they are influenced by social and economic factors and in the light of possible changes in primary and secondary education;
  - \* the number of students for whom provisions should be made in various types of institutions and programmes;
  - \* the type, nature and role of the institutions required to meet the educational needs of the Province with particular reference to existing institutions and their ability to meet present and future demands;
  - \* the facilities required to meet needs, including specialized facilities such as research laboratories, libraries, computer facilities, etc.;
  - \* the need for and nature of centralized or shared facilities and services;
  - \* the functions and interrelations of the bodies and institutions involved in the administration and development of post-secondary education;
  - \* the principles that should govern the transfer of students among different types of institutions;
  - \* the costs, allocation of resources and methods of financing for post-secondary education in Ontario as related to the attainment of equality of educational opportunity and as related to the resources of the Province.
3. To provide full opportunity for all interested individuals and organizations to express opinions and offer discussion on both broad and specific issues related to the development of post-secondary education in Ontario. To ensure the attainment of this objective, the Commission should invite written briefs, hold public hearings and publish the results of studies and recommendations initially in draft form so as to generate public comment and discussion.

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Commission on  
Post-Secondary  
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## AN ABRIDGED VERSION

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Students' Administrative Council  
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The Commission on Post-Secondary Education in Ontario was established by the Government in April 1969 to "consider, in the light of present provisions for university and other post-secondary education in Ontario, the pattern necessary to ensure the further effective development of post-secondary education in the Province during the period to 1980, and in general terms to 1990, and make recommendations thereon." Since the Commission's draft report was released last year, it has been obvious that the final report would be a document with profound implications for the future. The final report of the Commission is an imposing document of over 250 pages which requires several hours of careful reading. Many interested people might well be deterred from spending that amount of time.

This version is considerably reduced from the 250 page original but still contains the basic philosophy and rationale of the final draft as well as the recommendations. We hope it will help to develop a more universal understanding of the Report.

Every attempt has been made to carry the intent and tone of the original into this version. It contains no critique whatsoever of the final report of the Commission.

We hope you find our efforts useful.

Eric J. Miglin  
President

# Chapter 1

## Inheritance and Challenge

The present system of post secondary education in Ontario is massive, complex and diverse. It involves a sizable proportion of Ontario's youth studying in a broad spectrum of institutions with a myriad of functions. The development of this present system has mainly taken place in the years following World War II, and has been the result of increased population in the province, the demands of technology and modernization for new knowledge and a better-trained labour force, and the requirements made by business and industry for formal and often unrealistic educational qualifications in their prospective employees.

The growth in the structure of post-secondary education in Ontario can also be attributed to the assumption on the part of the federal and provincial governments, and of the general public, that post-secondary education is a major instrument of social progress in our society. There was also a belief, at least in the 1950's and '60's, that greater educational opportunities were required in order to catch up with the United States in the areas of technology and communications.

One of the most significant features of post-secondary education in Ontario during the past twenty-five years has been the increased participation and involvement of the provincial government in the development and financing of post-secondary education. This was not always the case. Although there was some government concern with and involvement in post-secondary education in the late 19th Century, and in the years prior to the First World War, involvement which was to shape thinking in education for much of the first half of the twentieth century, the years between 1919 and 1945 saw a retrenchment of government activity during which time the universities began to take over the control of post-secondary education. By adopting a policy of non-involvement, the government provided a protective environment in which the concept of university autonomy became more firmly established, and, to a considerable extent set the pattern that prevails today.

Rising demands after 1945 for greater development in and access to university education led to increased involvement on the part of both the federal and provincial governments. Although the response of the provincial government came in a rather piecemeal fashion, the most significant change was in the development of the colleges of applied arts and technology, which were viewed as genuine alternative educational institutions, closely tied to their communities with function different from those of the university, and open to a wide variety of clientele.

A further significant change was the increased involvement of the federal government in its assistance to post-secondary education - the federal government viewed this as a means not only of increasing Canadian cultural identity, and of building a stronger and more developed nation, but also as a means of strengthening the national economy and dealing the problem of unemployment. University education was also viewed as an ideal forum for the initiation and strengthening of programmes in research and development.

Viewing post-secondary education against this historical background, the Commission feels that there are a variety of goals which we must strive for in the future. One of these is the preservation of high intellectual standards. On the other hand, we must be able to reconcile the demand for greater social responsibility in post-secondary education with the need to leave educational institutions as free from outside and governmental direction as possible.

In order to achieve a compromise between these two goals, we must work to an accommodation between government and institutions which will both recognize the public interest, but which will also be free from political meddling and bureaucratic controls. In doing this, the system must remain sensitive and responsive to changing social values and wants of a more-self-consciously Canadian student body.

To fulfill some of these goals, we will need to search for new options within the existing colleges and universities, and encourage differentiation among them. At the same time, we must also free our imaginations to devise new alternatives for learning and research outside the existing patterns.

We must also accept the proposition that each individual should have the right to equal access to the learning experience best suited to his needs. We must also face the need for continuing education and for meeting the needs for education of those currently employed in the labour force.

The Commission recognizes that we should strive to employ the best and most qualified people to teach in our schools and universities, but we must also recognize that our educational institutions play a major role in the development of our national traditions, culture, and of national self-awareness. Thus, without imposing a rigid system of controls, the Commission recommends that serious attention be given to the problem of "Canadian content" in university and post-secondary teaching.

The Commission also points out the problems that currently face women in the educational system of Ontario, and states that any system of post-secondary education must be able to deal with these problems. Other areas of concern should be the position of native people and cultural minorities within the province. All these issues are dealt with in the later recommendations of the Report.

"This brief review reflects part of the breadth and complexity of issues confronting post-secondary education in Ontario today. The shift from elite to mass education, the public assumption of the preponderant burden of educational costs, and the use of education for social goals ensure that post-secondary education will have a continuing place in the public eye. And so it should be in a troubled modern society that is dependent upon knowledge for both its technology and to make its moral choices. Both forms of knowledge are needed if we are to realize a future suited to diverse human communities and the individuals of which they are composed."

In the second, and following chapters of the Report, the Commission outlines the further goals that we should strive for, and the manner in which these will be achieved.



# Chapter 2

## Values and Guidelines

How are the choices for the future of post-secondary education in Ontario to be decided? The two main goals chosen by the Commission as guides to future policy are: 1) Social responsiveness, and 2) quality. The use of public funds requires that the post-secondary system be socially responsive, and our cultural values demand that educational endeavours be of the highest quality possible.

In its pursuit of these goals, the Commission has rejected three other alternatives.

- 1) The Master Plan - The problem with this approach is that it cannot be sufficiently responsive to the demands of society, and to the variety of functions which education is expected to fulfill. Such schemes have a tendency to encourage a degree of central control and rigidity.
- 2) General Manpower Planning - The Commission does not believe that we should design our educational system to meet our projected manpower needs. Not only would such a system be of dubious feasibility, but it would also interfere with the value which we place upon the freedom of individual choice. The Commission concludes that it is preferable to respond to the uncertainties of the job market by a flexible system which would allow individuals and educational programs to adapt to changing needs.
- 3) The Cost-Benefit Approach - The Commission rejects the suggestion that we should base our system of education on the economic returns which it produces. Education should not only produce direct economic benefits to society, but it should also play a role in the broadening of intellectual horizons, the enhancing of life experience through the arts, the opportunity for creative, reflective and recreational opportunities. These are all educational returns of great value, yet none can be calculated in dollars alone.

Rather than any of these three deterministic solutions the Commission proposes an approach to educational planning, which it calls "Social Demand" - a system which would be responsive to and in keeping with the values of our society. To implement this approach will require some degree of government intervention, an emphasis on quality in post-secondary education, and opportunity for individual freedom in the pursuit of academic goals.

A post-secondary education system which hopes to fulfill the need for social responsiveness and quality must aspire to six main ends. These are:

- 1) Accessibility - the system must be open to all those citizens who are willing and able to benefit. Access must be broadened to include all interested adults, to provide for part time and in-training learning, and to make education available to individuals and groups who have hitherto been neglected by the post-secondary system.
- 2) Diversity - To give effect to access as part of social demand, and to enable quality to be maintained without overloading, we must provide for a highly diversified educational system. We should therefore seek to encourage variety in existing institutions and to make allowance for new institutions and programmes which would accommodate the diverse needs of the people of Ontario.

- 3) Flexibility - Any educational system that functions by social demand must be flexible to respond and adapt to changing social and individual perceptions of needs in education. Flexibility will imply a need to encourage innovation and to establish programmes of part-time study and continuing education throughout life.
- 4) Transferability - To accomplish all the above aims, there must be a flexibility in the system which would allow for transfer from one area of study to another, and particularly with regard to the professions. We should consider changes which would break the artificial constraints on transfer from one field of activity to another, and which would provide orderly procedures for the transfer of abilities, aptitudes and skills from one post-secondary enterprise to another.
- 5) Equity - Disadvantaged individuals and groups should receive special attention in order that they may have effective opportunities for higher skill and learning development and thus achieve standards of quality. By the same token, equity demands that the burden of cost needed to support high quality post-secondary education should be distributed in relation to needs, talents and benefits as well as to the ability to pay for the provision of those services now and in the future. Finally, equity demands decentralization so that scattered regions of the province will not be disadvantaged.
- 6) Public and Social Accountability - The final choice about the goals and costs of post-secondary education must be made in the forum of public opinion through the political process. On the other hand, this does not mean that we must have a monolithic, unitary system of education in this province. Public accountability may be accommodated in other ways - through a clear differentiation of responsibility in the relations between government and institutions that facilitates systemwide planning and coordination; through changes in the financing of post-secondary education; and through an improved system of monitoring and publicity.

Finally, we must strive to ensure that the individual will be kept at the centre of the educational process, and the facets of the system should be oriented towards serving the needs of individual students rather than the institutions themselves, future employers or the professions. Moreover, if the individual is to be at the centre, he must have the opportunity and the responsibility as an adult to decide on the educational experience that is best suited to his needs.

# Chapter 3

## Lifetime Learning: Options and Alternatives

In the years ahead, the system of post-secondary education in Ontario will have to cope not only with those individuals and groups who currently benefit from its facilities, but also with other groups as well. The range of alternatives to formal educational programmes will have to be increased. Better ways will have to be devised to cater to those seeking a second chance in formal learning environments. Greater attention will have to be paid to the special interests of learners in remote areas, and of those who seek further training in job skills or who seek to pursue new directions and goals.

Moreover, our society must provide persons approaching adulthood and planning a career with alternatives to formal schooling. Support of such programs as the Canadian University Service Overseas, Frontier College, and projects similar to some of those sponsored by Opportunities for Youth would both benefit society and provide personally fulfilling and educationally broadening alternatives to remaining in school. The job of providing socially useful alternatives to formal post-secondary education should be undertaken by all the various educational, social, and economic institutions in our society.

### Recommendation 1

**The Government of Ontario should, through its own actions and through encouragement of appropriate policies on the part of other governments and private and public organizations, provide socially useful alternatives to post-secondary education. Increased support for programs such as the Canadian University Service Overseas, Frontier College, in-service training, and some Opportunities for Youth projects would benefit society as well as afford viable, paid alternatives to remaining in school.**

### Recommendation 2

**Where they do not yet exist, in-service training programs should be developed in a wide range of industrial, non-industrial, governmental, and non-governmental occupations as alternatives to programs of formal post-secondary education.**

### Recommendation 3

**Where appropriate, the alternatives should be funded reasonably per individual per annum, as compared with formal types of post-secondary education.**

To increase the availability of options, and to promote the essential goal of lifetime learning, continuing and adult education and training should be given a central place in the post-secondary system. This will require new initiatives on the part of the government, employers and employees; departures in organization and methods within existing post-secondary institutions; the creation of new learning structures; the recognition of libraries, museums, art galleries and similar institutions as important participants in the learning system, and the reallocation of resources between sequential and continuing education.

There must be less structured and more varied options available in post-secondary education, both to provide all adults with broader opportunities for achievement than are offered through the traditional patterns and because the very extension of these patterns to near-automatic post-secondary mass attendance has shaped so many of the problems that our system now faces. This will involve not only greater emphasis in the universities on part-time learners, but will also require that formal programs in universities and colleges should be more integrated with opportunity for experience and practice, so that pertinent practical experience gained outside formal institutions may be substituted for conventional laboratory and practice work.

#### **Recommendation 4**

**Ontario should develop a provincial manpower policy that is compatible with those developed by the federal government and by other provincial governments.**

#### **Recommendation 5**

**Community involvement in manpower programs should be emphasized by the establishment of**

- (a) community employment advisory committees; and**
- (b) community boards of appeal for individuals who consider that government decisions regarding training are unreasonable in their particular case.**

#### **Recommendation 6**

**Additional emphasis should be placed on pre-training programs — that is, on programs which prepare an individual in advance for a change in occupation. Retraining should be provided for those who need it.**

#### **Recommendation 7**

**The Province of Ontario should seek financial assistance from the federal government to support the development and administration of manpower pre-training and retraining programs.**

#### **Recommendation 8**

**To facilitate adequate planning of pre-training and retraining programs, funds supplied to colleges of applied arts and technology and other authorized institutions for these purposes should be provided on a long-term basis.**

#### **Recommendation 9**

**Where justified, examinations for admission to any trade or profession should be available in English and French and in other languages on request.**

#### **Recommendation 10**

**Legislation, structures, and programs should be devised to facilitate the return to learning opportunities for professionals, salaried employees, wage earners, and all other persons residing in Ontario.**

#### **Recommendation 11**

**The Government of Ontario should, by legislation and example, provide opportunities for the employment of secondary-school leavers who wish to pursue post-secondary education on a part-time basis. This should be accomplished by the provision of patterns of employment that permit intermittent and part-time study.**

#### **Recommendation 12**

**Where possible, institutions of post-secondary education should provide part-time students with a range and quality of learning opportunities equal to those available to full-time students.**

#### **Recommendation 13**

**Formal programs in universities and colleges should be more fully integrated with opportunity for experience and practice, so that pertinent practical experience gained outside formal institutions may be substituted, where feasible, for conventional laboratory and practice work.**

#### **Recommendation 14**

**Institutions of post-secondary education should be encouraged to create graduate programs that would permit students to include and integrate into their course of study related research pursued outside the institution in industry or government.**

#### **Recommendation 15**

**Provision should be made for employees to have the right to time off for study. Employees should also be given special subsidies or other incentives to participate in cooperative, part-study/part-work educational programs.**

#### **Recommendation 16**

**All persons who have been out of full-time education for two or more years, and who have reached a minimum age of 18, should have the right to conditional admission to post-secondary education in appropriate programs without having to meet formal requirements.**

#### **Recommendation 17**

**In suitable cases, secondary-school students should be permitted to study part time at post-secondary institutions.**

**In order that learning may proceed through the accumulation of knowledge from pertinent sources, part-time students should be freely permitted to enrol in or to withdraw from post-secondary institutions, and to attend two or more institutions simultaneously. In such cases, the degree-granting authority may be an existing institution or the proposed Open Academy of Ontario.**

#### **Recommendation 19**

**Wherever possible, student housing should be made part of general-purpose public housing, and public support should be provided on that basis.**

## Recommendation 20

The proposed Council for the Open Educational Sector should allocate and distribute grants to organizations that are making important contributions to the development of adult and continuing education to help to cover some of their operating and fixed overhead costs.

## Recommendation 21

Although the provision of makeup work for participation in post-secondary programs should essentially be a school board responsibility, there

In order to prevent the overloading of the Universities and Colleges of Ontario, and to promote further innovation in the field of lifetime learning, the Commission proposes that a new institution, the Open Academy of Ontario, be established. This institution would:

- 1) provide a broad range of educational services to individuals and groups not presently served by existing institutions. The Open Academy would use existing learning resources of colleges, universities, libraries, museums and other institutions, and make them widely available. It would provide learning opportunities in factories, school meeting rooms, store fronts, hospitals, libraries, and senior citizens' homes.
- 2) provide an evaluation service available on request to the people of Ontario.
- 3) award diplomas and degrees formally earned in its own programs or through learning attained in any manner.

Generally, the Open Academy would provide individuals with a further choice of learning situations. The Academy would be grouped in a separate sector known as the "open educational sector" along with libraries, science centres, museums, and art galleries. Organizational links will be established to encourage co-ordination between these various facilities. The Commission also recommends that the citizens of Ontario should have access, subject to reasonable rules and regulations, to the libraries of universities, colleges, and schools in the province.

## Recommendation 23

There should be established within the open educational sector an Open Academy of Ontario. It should:

1. Provide educational services at the post-secondary level by
  - (a) developing new programs suited to the needs of students not presently served in existing institutions by using the educational resources of the open educational sector as well as those of the other sectors, and
  - (b) entering into agreements with the Ontario Educational Communications Authority to develop appropriate post-secondary educational materials and programs that would be offered by radio and television;
2. Provide a testing and evaluation service available on request to the people of Ontario; and

may be cases in which students' interests require that some programs be offered within post-secondary institutions. In such cases, the appropriate proposed councils should enter into agreements with local boards of education to provide these services in a flexible manner.

## Recommendation 22

The present grade 13 standard of education should be attainable in 12 years, allowing individuals entry to all forms of post-secondary education after 12 years of schooling.

3. Award degrees and diplomas formally earned in its own programs or on the basis of criteria established for services provided under 2.

## Recommendation 24

To provide supporting materials for courses given by the proposed Open Academy of Ontario, libraries beyond commuting range of post-secondary educational institutions should, where needed, be given special grants to expand their holdings.

## Recommendation 25

Citizens of Ontario should, subject to reasonable rules and regulations, have access to all libraries, including those in universities, colleges of applied arts and technology, and secondary schools.

A major priority of our post-secondary education policy should be to provide geographical access to learning opportunities for individuals and groups throughout the province. Our system should be able to respond not only to the needs of the population in urban centres, but also the unique learning and research requirements of geographically remote areas. Our system should be guided by the clear rule that no individual should be denied access to suitable learning and cultural experiences because he lives in an area that is distant from the large urban centres.

Ensuring the achievement of this goal will require changes in four main areas. The Open Academy, already suggested, and a broadening of access to and integration of the resources of libraries, museums and other educational and cultural facilities are two of the changes proposed by the Commission. It is also suggested that remote areas should be provided with their own post-secondary programs and centres, and post-secondary institutions in the North should pay close attention to serving regional learning and research needs. Government should provide the funds to make these possibilities available.

#### **Recommendation 26**

**Colleges of applied arts and technology located in communities beyond a reasonable commuting distance of a university should assist provincially supported universities in establishing suitable programs in their localities. This assistance may involve providing facilities, administrative services, and, in suitable cases, staff. In the provision of such educational programs, the resources of the Open Academy of Ontario also should be used, where feasible.**

#### **Recommendation 27**

**Existing post-secondary institutions should establish educational programs in communities in which there are no universities, university branches, or colleges of applied arts and technology, which are beyond reasonable commuting range of such institutions, and which can achieve a viable enrolment.**

#### **Recommendation 28**

**The Government of Ontario should adopt policies that would permit the establishment of a number of small, limited charter colleges on a scale varying from approximately 200 to 1,000 students in various localities in the province through local, community, or private initiative and with substantial local and private financial support.**

#### **Recommendation 29**

**In thinly populated regions, colleges, universities, and institutions in the open educational sector should make special efforts to promote regional**

**cooperation and coordination. Where feasible, they should exchange information, share personnel, design and mount cooperative programs, and share media resources and fixed and other assets. The proposed councils for the post-secondary sector and the institutions concerned should, in consultation with one another and with appropriate groups and bodies, establish and publish specific plans for achieving these goals.**

#### **Recommendation 30**

**In planning their curricular and research programs, post-secondary institutions in sparsely settled areas should pay particular attention to special regional needs, including the academic upgrading of employees in basic industry, research related to the economic and social possibilities and dilemmas of the North, learning opportunities for persons in remote communities, and appropriate educational services for native peoples and Franco-Ontarians, designed in close consultation with each of these groups. The responsiveness of institutions to regional needs should be further encouraged by the appointment of lay members to governing bodies from a representative range of centres and areas.**

#### **Recommendation 31**

**To further the goal of accessibility, post-secondary institutions in regions of sparse population should receive special extra-formula grants to offset the higher costs of providing extension programs to learners in remote communities.**

Finally, the Commission recommends that in a society which strives to provide individuals with lifetime learning options and alternatives, we must also give them the possibility to acquire the tangible symbols of accomplishment in these ventures. For these reasons, degrees and diplomas should be awarded both for learning undertaken within institutions and for comparable achievement without. The various colleges, universities and the Open Academy should be able to award degrees or diplomas in relevant areas. We must attempt to create a "Parity of Esteem" in the recognition of individual learning endeavours.

### **Recommendation 32**

Individual colleges of applied arts and technology wishing to award distinctive bachelors' degrees, such as the Bachelor of Technology (BT) and the Bachelor of Applied Arts (BAA), to students successfully completing their present three-year programs in the appropriate divisions should be permitted to do so.

### **Recommendation 33**

The Ontario College of Art, if it so wishes, should be granted the right to award a bachelor's degree for its present program of studies (that is, without an additional year being required).

# Chapter 4

# Broadening the Spectrum

While responding to the multiple learning needs of individuals, we should also explore new directions for meeting the educational wants of particular groups, society's demands for new knowledge through research and scholarship and for a widening range of high quality professional services.

Of major concern are the social and cultural position of Franco-Ontarians, the place of women in post-secondary education, and educational opportunities for native peoples.

Access for these groups must be provided within a flexible system. Since non-educational issues may be involved in the question of equity, we endorse a cooperative, multi-discipline and multi-agency approach to problems concerning particular groups.

## WOMEN:

There should be no discrimination on the basis of sex in post-secondary institutions with regard to employees and students. The quotas and correlations which were proposed in the Draft Report to meet the goals of equity are incapable of achieving them. We now place responsibility for change where it properly belongs, with each institution, thus providing flexibility, diversity and institutional independence.

The success of recommended measures depends on the extent of their support by pressure groups. Should this be ineffective, the 3 sectoral councils should consider adopting and enforcing specific quotas for women.

### **Recommendation 34**

**Discrimination on the basis of sex in all sectors and on all levels of post-secondary education in Ontario, with regard to pay, rank, and advancement, should be abolished.**

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to student centres, housing, and athletic facilities in post-secondary institutions.

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### **Recommendation 38**

**All programs offered in Ontario under the Occupational Training Act (Manpower Retraining Programs) should be open to all women who wish to re-enter the labour force.**

### **Recommendation 39**

**The post-secondary system should recognize the biological and parental role of both students and employees by providing full-time and part-time maternity leaves and by creating day-care centres.**

### **Recommendation 36**

**Post-secondary institutions should increase the number of part-time faculty and staff positions with career lines, so that individuals can more readily combine a career with family and other responsibilities.**

### **Recommendation 40**

**The proposed councils for universities, colleges, and the open educational sector, in consultation with pertinent organizations, should establish policies to increase the participation of women, both as employees and as students, in post-secondary education.**

### **Recommendation 37**

**The sex of a student should have no bearing on his or her acceptance into any course of study, on eligibility for financial aid, or on rights of access**

#### **Recommendation 41**

Individual post-secondary institutions, in consultation with pertinent organizations and councils, should prepare and publish specific plans indicating by what means, at what rates, and with what speed their proportion of female employees will be increased.

#### **NATIVE PEOPLE:**

Low participation rates in post-secondary education are based on deeply rooted cultural and social issues. Higher participation demands basic changes at earlier levels of education and in non-educational areas. Many of the general proposals should benefit the Native peoples, eg: the proposed Open Academy; financial measures for those of low socioeconomic status.

Special efforts are also needed. These must be based on two principles:

- 1) representatives of native people should participate in decision making; only native peoples can judge the effectiveness of programs. Suspicions that formal schooling is meant to impose Canadian values must be overcome among native peoples.
- 2) Special educational efforts should pursue goals that are meaningful and attainable. Distinctions should be made between crucial and less crucial areas. Priority should be given to developing fields of teaching, health care, vocational education and guidance; to development of educational and cultural services to adult learners; to adequate library services.

#### **Recommendation 43**

An Advisory Committee on Post-Secondary Education for the Native Peoples of Ontario should be established. This body should be appointed by the Minister of Post-Secondary Education following consultation with concerned associations of the native peoples. The Committee should advise the proposed councils in the four sectors of post-secondary education in Ontario on matters pertaining to post-secondary education for the native peoples.

#### **Recommendation 44**

Special post-secondary programs should be developed to prepare personnel among the native peoples in the fields of teaching, health, vocational education, and guidance.

#### **Recommendation 45**

Special efforts should be made in the field of continuing education to provide appropriate educational and cultural services to adults among the native peoples.

#### **Recommendation 46**

The proposed councils as well as institutions in all sectors of post-secondary education should, after consultation with the appropriate organizations of native peoples, prepare

#### **Recommendation 42**

The proposed Ontario Committee on Post-Secondary Education should monitor the employment of women in all sectors and at all levels of post-secondary education in Ontario, and should publish its findings.

proposals, including those for extraordinary admissions and remedial programs, to provide the needed assistance in these areas.

#### **Recommendation 47**

There should be established a Native Peoples' Educational Research Centre. It should not be attached to a particular institution. It should be governed by a board consisting of a majority of representatives of the native peoples. Its purpose should be to conduct and sponsor studies of relevance to the native peoples of Ontario. In particular, it should help to devise educational policies in areas of special concern to them.

#### **Recommendation 48**

To ensure the provision of adequate library services to the native peoples of Ontario, appropriate public, university, college, and secondary-school libraries should be encouraged and supported in providing a ready supply of books, periodicals, and other materials of interest to this group. Also, native peoples should be adequately represented on library boards in areas where they reside.

#### **Recommendation 49**

The proposed Council for the Open Educational Sector should be responsible for the appropriate funding and coordination of the special efforts outlined in Recommendations 43 to 48.

## **Recommendation 50**

**The proposed Ontario Committee on Post-Secondary Education should monitor developments in post-secondary education for the native peoples and should publish its findings.**

### **RESEARCH:**

Research and scholarship are vital in modern society. The teaching and learning functions of post-secondary institutions often suffer because of research. Mechanisms allowing society to scan its knowledge needs and decide on priorities are lacking.

The laissez-faire approach to research has had unfortunate consequences: no university has gone far in settling objectives, fixing priorities, or balancing basic and applied research; graduate work has been over-extended; significant numbers of mediocre graduate students have been taking up space and effort in graduate schools; there has been duplication of expensive equipment and instruments, in contiguous universities or within one. The quality of much research undertaken is questionable.

An obstacle to rational research policies has been the method of determining the total public support of an institution's current operations on the basis of weighted student enrollment. We propose a system of public funding that separates the public support of a certain category of research from instruction. Thus decisions regarding areas of research can be uncoupled from enrolment and determined through a more conscious weighing of needs for new knowledge and social priorities.

While much research should continue to take place in close association with graduate and professional education, much research should be undertaken in the absence of graduate students. It should permit a greater concentration of graduate work in a limited number of quality centres, and the emergence of a more highly differentiated system of complementary institutions. Also, the opening of research opportunities to academics in mainly undergraduate centres should help these to attract and hold teachers of the highest quality, thus raising the level of undergraduate learning.

Separate funding of certain kinds of research and instruction should advance province-wide collaboration among researchers with similar or complementary interests, as well as encourage a more flexible approach to new areas of knowledge that require team research and cut across traditional disciplinary lines.

The clear identification of research as an activity of national scope should facilitate more rational planning and funding. We support the creation of mechanisms for further planning and coordination of research. Effective rationalization demands more than voluntary cooperation. Therefore we endorse the recommendations of the AUCC study as a first step toward planning on a national level.

## **Recommendation 51**

**To foster planning and coordination of research activities in Ontario, the proposed councils for universities, colleges, and the open educational sector should, in consultation with one another, with institutions of post-secondary education, and with appropriate groups and bodies at the national and provincial levels, define broad research objectives for their sectors and devise suitable criteria for the allocation and distribution of provincial research funds.**

## **Recommendation 52**

**Institutions of post-secondary education should, in consultation with one another, with the appropriate councils, and with other groups and bodies, define their research objectives.**

In the area of the professions, post-secondary institutions should become catalysts for change. They should respond to the conditions to which the issues are central of how the costs of professional services are to be kept within reasonable bounds without sacrificing the paramount goals of quality and equity.

Post-secondary education is obliged to consider these issues at the points where its teaching and research intersect with the endeavours of individual professionals and their associations. Professional certification or licensing is one such crucial point. The principal issue in this area is the increasingly close and rigid link which professional bodies have forged between formal education and admission to professional practice.

There has been an increasing number of qualified individuals seeking admission to professional careers. In the name of preservation of standards, professional organizations have responded by stiffening educational requirements. As the range of professional services needed by society has expanded, instead of diversifying their structure through para-professions, they are having all the tasks performed within the profession.

These restrictive practices may result in very high costs to individuals in terms of denial of access; to institutions in terms of pressure to shape their learning programs, not in response to public needs, but according to the requirements of professional bodies, and to society in terms of higher costs for professional education and deficient and costly professional services.

At the time when professional associations are in a position to protect and further well-defined private interests, a complex and powerful public interest in the professions has emerged. While proposals for greater public involvement in certification and licensing are outside our terms of reference, we recognize that professional monopolies are a force of inertia in the provision of adequate services.

In professional and para-professional education post-secondary institutions must free themselves of the hold of professional associations and become sources of innovation in generating professional knowledge and in devising suitable means for its delivery to individuals, groups and communities.

Licensing must ensure that those admitted to practice are qualified, but equally that all qualified aspirants are admitted to practice.

We are persuaded that universality of access to professional services, high quality of service, and acceptable cost levels can be achieved only through the creation of a range of competencies in each profession and the establishment of a flexible system of licensure.

#### **Recommendation 53**

**Legislation should be enacted to prevent discrimination in employment because of attendance or non-attendance at educational institutions.**

**the Government of Ontario should consider enacting legislation that, in suitable cases, prohibits the use of set programs of formal education as a requirement for the taking of professional and para-professional licensing examinations.**

#### **Recommendation 54**

**Admission to professional practice in Ontario should be solely on the basis of an assessment of knowledge and performance undertaken at the point of entry into the profession.**

#### **Recommendation 56**

**In professional areas where they do not yet exist, a variety of training programs should be developed in order that each professional area – including architecture, engineering, law, medicine, dentistry, social work, and teaching – might have a spectrum of practitioners, including specialists, general practitioners, para-professionals, technicians, and assistants.**

#### **Recommendation 55**

**To promote equality of access to the professions,**

## **Recommendation 57**

**Institutions offering programs in professional and para-professional education should provide opportunities for qualified individuals to proceed through the spectrum of skills and responsibilities represented in each of these areas. Institutions should also provide suitable transfer courses for persons seeking these opportunities in order that learning may proceed from accumulated knowledge.**

## **Recommendation 58**

**Post-secondary institutions should design their professional and para-professional programs of study with a view to giving students a broad awareness of the social implications of professional activities and to fostering communication and interaction among related professions and para-professions.**

## **Recommendation 59**

**Where needed and feasible, special professional and para-professional curricula should be devised, together with forms of limited licensure to recognize the skills thus acquired.**

## **Recommendation 60**

**As a condition to maintaining their certification, all professionals and para-professionals should participate in pertinent programs of continuing education or should submit evidence of comparable efforts to remain current in their fields.**

## **Recommendation 61**

**Refresher, updating, and continuing education programs should be developed in all professional areas to provide for the continued competence of practitioners operating at all levels. Appropriate courses should be provided also for persons seeking horizontal or vertical movement within or between professional areas, in order that an individual at one professional level may advance to another level on the basis of performance standards similar to those required for the licensing of previously qualified practitioners. These courses and programs should be periodically reviewed by the appropriate councils to ensure their continuing relevance.**

## **Recommendation 62**

**Courses and programs that are suitable for the upgrading of professional skills should be eligible for provincial grants only if they are opened to related professionals and para-professionals seeking higher certification.**

## **Recommendation 63**

**Professional associations should not have the power to establish admission standards for professional and para-professional programs and schools. These powers should be vested in the educational institutions themselves.**

## **Recommendation 64**

**Where feasible, rigid and compulsory post-secondary prerequisites should not be required for admission to professional and para-professional programs of study.**

## **Recommendation 65**

**Professional programs and schools should admit a representative cross-section of Ontario students. Accordingly, individual institutions should submit plans to the pertinent councils indicating by what means and at what speed a broader representation of women and students from diverse regions and socioeconomic strata will be admitted to their programs. Where needed, suitable makeup programs and extraordinary admissions procedures should be devised, including admission on the basis of a random selection among qualified applicants whose aptitudes and attainments indicate a reasonable probability of success. The proposed Ontario Committee on Post-Secondary Education should monitor the implementation of these plans and publish its findings.**

## **Recommendation 66**

**An evaluation of a student-teacher's performance in the classroom should take precedence over the accumulation of course credits at the training institution.**

## **Recommendation 67**

**All major formal post-secondary institutions — universities, colleges of applied arts and technology, Ryerson Polytechnical Institute, and the Ontario College of Art — should be permitted to provide appropriate three-year programs as a minimum requirement for admission to a one-year teacher-training program in Ontario.**

## **Recommendation 68**

**Post-secondary educational institutions engaged in teacher education should experiment with programs that combine practice teaching, apprenticeship, and formal academic education.**

## **Recommendation 69**

**Graduate faculties and schools should provide students preparing for teaching careers in post-secondary institutions with opportunities to gain supervised practical teaching experience as an integral part of their program.**

## Chapter 5

# Bilingual Balance

Ontario's post-secondary system should give high priority to the development of learning opportunities for its French-speaking citizens. They deserve a range of educational choices in French fully as wide and varied as is available in English. There are 482,000 Franco-Ontarians who speak French as their first language in Ontario, the largest group in Canada outside Quebec.

The education of Franco-Ontarians, as measured by rates of participation and achievement has lagged far behind that of the rest of Ontario's population. This betokens the presence of a close link between membership in the French-language group and low social status.

In 1912, even grudging toleration of bilingual Roman Catholic separate schools ended. The resultant tension was eased somewhat in 1927 when bilingual schools were permitted "at the pleasure of the minister".

Further gradual reforms took place only at the elementary and private school level. But legal insecurity meant the existence of French-language schools and bilingual schools in a backwater, isolated from current educational thought and practice, and forced to operate without planning and coordination.

In 1968 legislation accepted that Franco-Ontarians should have the right of access to instruction in French at the elementary and secondary levels. We accept the conclusion of the Royal Commission on Bilingualism and Biculturalism that both English and French-speaking Canadians should have the right to instruction in their first language through all educational levels - elementary, secondary and post-secondary.

If bilingualism is to become more than a facade, additional efforts are needed to develop French-as-a-second-language programs for those whose first tongue is English.

There are three choices for French-language education: unilingual French institutions, bilingual French-English institutions, and institutions providing parallel unilingual English and French programs. We favour keeping and developing the present pattern of bilingual institutions of post-secondary education.

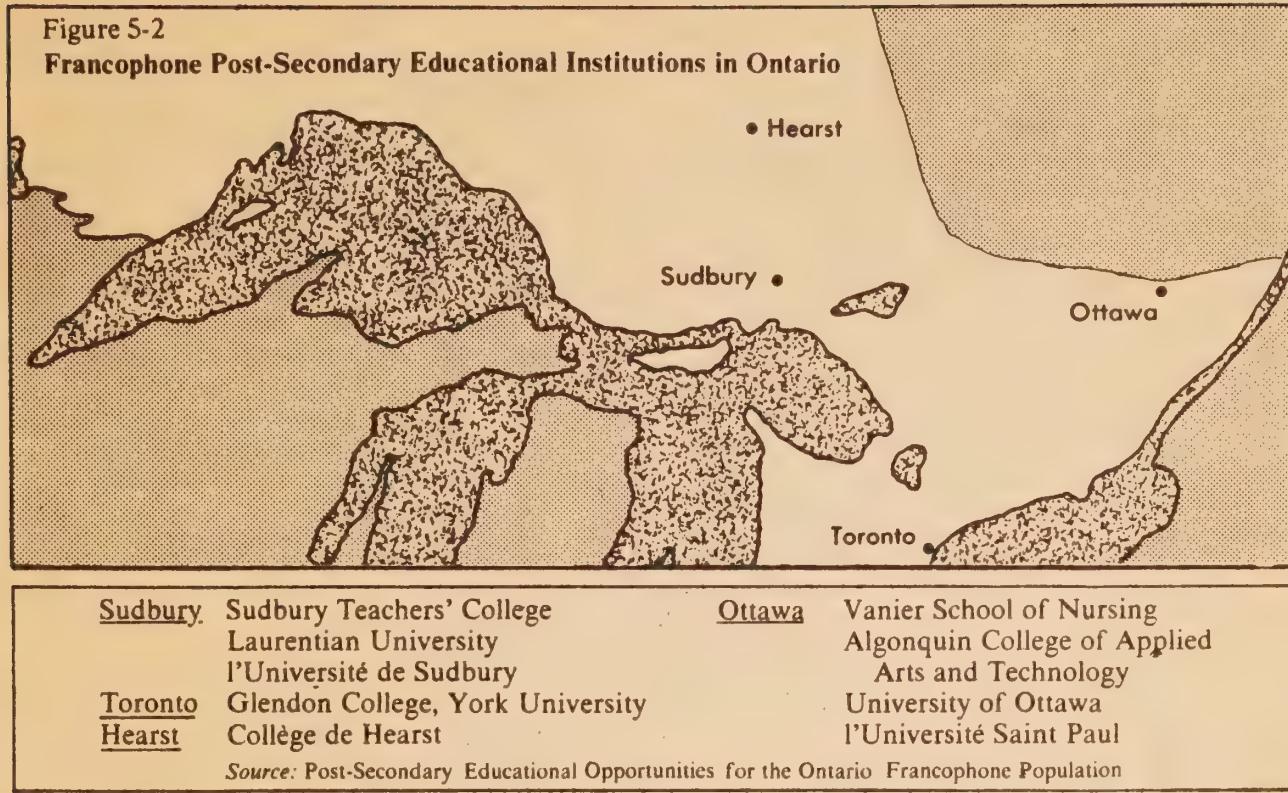
If Franco-Ontarians are to participate fully in the province's economic and professional life they must have access to the full range of educational opportunities available. At present there are not enough French-language students to support a unilingual French-language institution with the full range of programs available in existing bilingual institutions. Also, bilingual institutions advance the true ideal of bilingualism.

English and French speaking students should pursue programs equally in both languages. To do so, they need sufficient mastery of their second language to be able to study subjects in it with members of the other language group. To keep open the future for this development, Ontario should retain and develop its existing centres of bilingual education.

Post-secondary education should be guided by the principle of equity. Within the near future programs across the post-secondary spectrum now available in English should be provided in French also.

Figure 5-2

Francophone Post-Secondary Educational Institutions in Ontario



The Commission makes suggestions with respect to specific institutions:

- 1) Ontario's two bilingual universities (Ottawa & Laurentian) should give priority to the development of their French-language programs.
- 2) Glendon College should tailor its programs more closely to the interests of Franco-Ontarians in southern Ontario.
- 3) Algonquin College should give priority to the development of its French-language offerings and embark on new French-language programs in Ottawa and at its satellite campuses.
- 4) The Cornwall campus of the St. Lawrence College of Applied Arts & Technology should be formally designated a bilingual centre and speedily develop French-language studies across the whole spectrum of its curriculum. If within a trial period of 2 to 5 years these goals cannot be met, the proposed Council for College Affairs should seriously consider transferring the Cornwall campus to the jurisdiction of Algonquin College.
- 5) Cambrian College of Applied Arts & Technology in Sudbury should be designated a bilingual institution and mount the appropriate programs in French in accordance with the needs of French-speaking high-school graduates seeking post-secondary opportunities in the region.
- 6) All post-secondary institutions in North Bay should develop French-language programs.

**Recommendation 70**

Where appropriate and as soon as feasible, programs of study presently available in the English language in Ontario's colleges and universities – including pre-training and retraining programs, programs in continuing education, and programs of the proposed Open Academy<sup>23</sup> – should be provided in French.

**Recommendation 71**

The respective councils proposed for universities, colleges, and the open educational sector,<sup>24</sup> in consultation with the appropriate institutions and organizations in their jurisdictions, should establish and publish policies to facilitate the provision in Ontario of programs in the French language in all fields and disciplines. In special circumstances, the respective councils should recommend to the Government of Ontario the negotiation of interprovincial agreements to provide programs in other provinces on a reciprocal basis.

## **Recommendation 72**

In order that French-speaking students might have access to French-language education in all appropriate fields and disciplines, colleges and universities presently providing programs of study in French should give high priority to their expansion and should, in consultation with one another and with the pertinent councils, prepare and publish specific plans indicating how and when this will be done.

## **Recommendation 73**

Where necessary and feasible, additional existing institutions should be designated as bilingual, to serve the educational, cultural, social, and occupational needs of Ontario's French-speaking population.

## **Recommendation 74**

To provide additional educational services in French, post-secondary institutions offering instruction in French within the university, college, and open educational sectors should, where appropriate, establish cooperative, inter-institutional, and extension programs with one another and with similar institutions elsewhere in Canada.

## **Recommendation 75**

Immediate and special attention should be paid to expanding and/or establishing French-language programs in the health sciences, library science, and education, as well as programs in technical, commercial, and continuing education.

## **Recommendation 76**

A proportion of provincial funds for research should be earmarked for research in French-language education and culture and made available to institutions offering programs in the French language.<sup>25</sup>

## **Recommendation 77**

Examinations for admission to any trade or profession in Ontario should be available in French upon request.<sup>26</sup>

## **Recommendation 78**

Appropriate municipal, university, college, and secondary-school libraries should be encouraged and supported to provide a supply of books, periodicals, and other library materials in the French language adequate to the needs of their users.

## **Recommendation 79**

To ensure further the adequate provision of French-language services and offerings in libraries, French-speaking citizens should be represented adequately on library boards in areas where they reside.

## **Recommendation 80**

Where appropriate, schools, colleges, and universities should extend the full range of their counselling and guidance services to Franco-Ontarian students in the French language. Equally, the proposed community-based career and education guidance network of the proposed Ontario Human Development Commission should provide its services in French.<sup>27</sup>

## **Recommendation 81**

In selecting among nominees for the proposed Committee on Post-Secondary Education, Council for University Affairs, Council for College Affairs, Council for the Open Educational Sector, and Council for the Creative and Performing Arts,<sup>28</sup> the Minister of Post-Secondary Education should ensure that Franco-Ontarians are included on each body.

## **Recommendation 82**

Funds should be allocated to institutions to meet higher costs arising from the normal operation of French-language programs on the basis of an objective formula. Grants, on a short-term basis, should also be available to institutions establishing or expanding French-language programs to offset extra costs resulting from the initial recruiting of additional teaching and support personnel and from the development of bilingual libraries.

## **Recommendation 83**

French-speaking students of the province who seek French-language education in a program of study not offered in French in Ontario should be eligible for the same grant-loan scheme available to students studying within Ontario.

## **Recommendation 84**

The proposed Ontario Committee on Post-Secondary Education should monitor the provision, use, and effectiveness of French-language programs in all sectors of post-secondary education in Ontario and publish studies thereon.

# Chapter 6

## Careers and Education

places through a flexible information network.

While deterministic long-term manpower planning is undesirable, basic changes are feasible that would provide more accurate manpower forecasts, making possible better-informed career and educational decisions.

Educational and career guidance will have an increasingly heavy premium placed on them if the Commission's proposals for a broadened, equitable, and more diverse system of post-secondary education is to work satisfactorily for learners of all ages and at all socioeconomic levels.

If the education and career information offices are to succeed in their important tasks, they should engage in close consultation with employer and union groups, and a broad range of government agencies, as well as educational institutions. They should use comprehensive manpower projection figures and educational planning information generated by the Canada Human Development Commission and the Ontario Human Development Commission.

In proposing that the main career and education information services be community based, we are trying to remedy present shortcomings which result from the inclusion of career guidance services within educational institutions: they become of secondary importance to heavily burdened counsellors. There is an additional problem of potential bias.

The proposed province-wide career and education service should not supplant, but stimulate and supplement the work of existing systems.

### Recommendation 85

**The Province of Ontario should recommend to the federal government the establishment of a Canada Human Development Commission. It should:**

- (a) advise the federal and provincial governments on matters pertaining to manpower projections and related requirements; and
- (b) sponsor and publish studies on manpower predictions and educational planning.

A post-secondary system which places the development of human resources high on its scale of social concerns should cater to the learning needs of citizens at all stages of their lives. It should also assist them in relating the increasingly complex and changing worlds of education and careers.

A continuous flow of reliable and up-to-date information should be generated on the full range of post-secondary educational options and alternatives as they pertain to existing and prospective job and career opportunities. Data of this kind should be communicated to individuals at appropriate times and in suitable

### Recommendation 86

1. The Ontario Human Development Commission should be established by statute.
2. The Act establishing the Commission should stipulate its membership, powers, and responsibilities.
3. Members of the Commission should be appointed by the Lieutenant Governor in Council on the advice of the Provincial Secretary for Social Development.

4. The Commission should consist of a full-time chairman, serving for a four-year term, renewable, and twelve members drawn from the civil service, municipal governments, educational institutions, industry, labour, cultural organizations, professional and community associations, selected from nominees of appropriate voluntary associations and serving for three-year terms, once renewable.
5. The Commission should:
  - (a) advise the Government of Ontario;
  - (b) sponsor and publish studies; and
  - (c) offer to the public information on educational training and employment opportunities and manpower needs.
6. These services should be available through post-secondary educational institutions and a community-based information network administered by the Commission.

#### **Recommendation 87**

**Data on educational services and career opportunities should be assembled and catalogued in as many communities as possible and, if practicable, on a province-wide basis and be made readily available to the public.**

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#### **Recommendation 88**

**Secondary school programs dealing with educational and employment opportunities should be critically evaluated and, where necessary, refined to provide students with a realistic understanding of the relationships that exist or may exist in the future between educational programs and employment opportunities.**

# Chapter 7

## Structure: Coordination and Diversity

In the past, many of Ontario's institutions were given a large measure of independence from the state. This pattern evolved when post-secondary education catered to the needs of a few and consumed little public money. But times have changed. Is this condition outdated today, completely or even in part? If so, what bold accommodations should both government and institutions be exploring, and for what goals, and at what cost?

and voluntary organizations are involved in policy-making and administration within the post-secondary system. Their formal and informal relations with one another are multiple and complex, and their capacity to set or influence policy varies greatly.

The university system is complex and tangled; its structural roots are embedded deeply in Ontario's and Canada's history and culture. The history of its dynamic relations with government offers many lessons to those contemplating reform.

The new issues confronting government and universities today stem almost entirely from two trends of the 1950's and 1960's: the rapid growth of post-secondary education, stimulated and heavily funded by the federal and provincial governments; and, after 1965, its provincialization.

Since the late 1950's, various attempts have been made to achieve the delicate balance between assistance and control on the part of the government. A key problem has been the ambiguous role played by the government's various advisory bodies: while their duties have grown as post-secondary education has expanded, their jurisdiction has remained loosely defined.

Ontario's present system for the administration of universities has two major flaws. First, its delineation of the appropriate responsibilities and jurisdictions of government and institutions is so vague as to inhibit seriously the efficient functioning of the system. Second, despite explicit reassurances by government that it does not condone, in principle, direct government control of post-secondary institutions, the fact remains that the machinery does exist that has enabled it to assume wide powers of direction and control that properly belong with the institutions. It is clearly not in the public interest to perpetuate a system that embodies such fundamental defects.

\* \* \*

Most systems of post-secondary education in the Western industrialized world have tended to follow three main models of government-institution relations, any one of which could conceivably be adopted in a pure or modified form in Ontario.

First, we could establish a single unified system of colleges and universities, similar to that which exists in many states of the United States. This we call the University of Ontario model. Second, we could adopt the bureaucratic model, which would lead to the direct governance of all universities and colleges in Ontario by a provincial department or departments. Third, we could create a system in which relations between institutions and government are mediated by a third body or bodies with clearly delegated powers. This is the buffer model.

Three other suggestions may be thought feasible; a little reflection, however, suggests that they are undesirable choices, as well as being impracticable. First, there is total institutional autonomy. The second is the proposed "regionalization" of education services. The third suggestion, made by COU, is the "double-intermediary" or "double-buffer" system. (See Report for details)

The single centralized University of Ontario would more or less duplicate in a province-wide system the governing structure now found at most universities. The price of such a system would be high. It is impossible to divorce central planning and financial control from central administration. And uniform administrative procedures may lead to standardized academic practices.

The second model, the direct administration of post-secondary institutions by government, operates successfully in a number of countries in western and central Europe. But in Ontario, where we lack a bulwark of custom and tradition firm enough to protect an academic community of teachers and students and the institutions in which they work, such total government control of post-secondary education is fraught with grave risks to our inheritance and present values.

Yet, surprisingly, this is perhaps the end to which present trends are leading us. We fear that the day is not far off when public and Treasury Board demands for stricter controls on expenditures in post-secondary education will spur the Ministry to act immediately and independently, rather than await the problematic outcome of discussions among the institutions.

Is it possible to have central controls that permit system-wide planning and coordination without loss of the color and diversity of program and intellectual tone that come of local institutional tradition, pride and idiosyncrasy? If the values of diversity are to be preserved in our almost wholly public system of post-secondary education, we may have to be less insistent on presumed administrative efficiency.

However inventive, no organizational mechanism that we can devise or recommend can protect institutions from untrammelled government intervention unless that system is buttressed by the conviction of society and government that institutions with a large measure of independence are worth preserving — that they are a fertile source of important social and intellectual values in a free society.

Given such convictions, the third alternative — the buffer model — may offer a solution. Government and institutions would have to delegate part of their jurisdiction to a third body — the buffer — to be used in accomplishing those tasks that no government body, university or college can perform, alone or in concert, and that would satisfy public authority that system-wide planning and coordination were orderly and effective.

The concept of a buffer must be defined explicitly if it is to be useful. A purely advisory body to government cannot function as a satisfactory buffer.

In advocating the adoption of the buffer model, we propose that three councils be established, one for each sector of post-secondary education: colleges, universities, and the open educational sector. Each council should be given certain executive powers that are presently held by both government and the institutions. Each should be structurally strong enough to withstand pressures from both sides.

Their chief purposes should be the planning and coordination of an orderly development of their sector of post-secondary education in the closest consultation with the institutions and related voluntary associations. Each council should have its own staff to accomplish its goals, and should be composed of a balance of lay and institutional members appointed by the government on the nomination of appropriate groups.

As proposed, the councils would have responsibilities in three major areas. First, in addition to other sources that the government might choose to consult, they would advise the government as to the global funds needed to attain the educational objectives of each sector. Second, they would allocate and distribute

the funds appropriated by the government among the different institutions and programs falling within their respective jurisdictions. The third principal function of the councils would be to plan and coordinate the overall development of their respective sectors.

The lay group should have a slight majority. If the councils are to be credible to government and the public as guardians of the public interest, they must not be dominated by members from the institutions whose activities are to be planned and coordinated.

The councils should conduct their business in public. Only such matters as personnel policy and property dealings should be treated in camera. The councils should hold frequent consultations with all interest groups and lobbies within their sectors, and should periodically conduct hearings at the institutions under their jurisdiction.

A fourth council, the Council for the Creative and Performing Arts, should have functions quite different from those of the other three. It should be similar to the existing Province of Ontario Council for the Arts, but with a somewhat broader scope. Basically it should be a granting agency with very limited executive powers and a small staff.

\* \* \*

We suggest that liaison between the four sectors might be effected thru the formation of joint committees and ad hoc task forces, initiated by the councils, as necessary, to deal with specific problems, eg: to establish policy on student awards.

Finally, to encourage the overall coordination of all areas of post-secondary education, a permanent Ontario Committee on Post-Secondary Education should be established. This important body should have no executive or administrative responsibilities, and should not be part of any other body involved in post-secondary education in Ontario. What the Economic Council of Canada is to economic policy-making nationally, the Committee should be to planning on all aspects of post-secondary education provincially.

Readers of the Draft Report will recognize that this proposal departs from the Commission's earlier recommendation for the establishment of a Senior Advisory Committee which would have combined the above functions with that of advising the government on the allocation of funds among the various post-secondary sectors. We have drawn back from this proposal because of the persuasive argument that advisory bodies without clearly defined powers obscure responsibility as well as jurisdiction.

The decentralization of powers proposed in this Report will require the transfer to the councils of many of the current functions and personnel of the Ministry of Colleges and Universities. The proposed Ministry of Post-Secondary Education should retain only a relatively small staff to advise the Minister on important policy decisions and to administer the student grants and loans program.

The lobbying activities of groups of institutions, students, faculty, and staff are an indispensable part of our modern democratic process in post-secondary education. We recommend that existing voluntary associations of faculty and institutions be bolstered and that students, who now lack a provincial organization, be encouraged and supported in creating one or more of their own.

\* \* \*

The Commission supports increased participation of faculty and students on all levels of institutional decision-making. Open decision-making within post-secondary education should be encouraged further by the requirement that publicly supported institutions make public all pertinent information relating to their operations, including comprehensive financial statements tabled annually in the Legislature. Meetings of governing bodies should be open whenever possible, and they should be supplemented by regular public hearings.

As for students, the time has come for all vestiges of "in loco parentis" rules to be abolished. Equally, however students should face the full, general responsibilities of any citizen, as well as their special responsibilities to the task of learning itself.

\* \* \*

We believe that a post-secondary system composed of central buffers and an array of largely independent but vital institutions with diverse programs and governing structures should offer many rewards: more varied and flexible educational services for students, better quality and more freedom in teaching, greater possibilities for innovation and discovery in learning and research, and more critical evaluation of society and its problems.

We make no recommendations on the specific form that institutional governing structures should take. New enabling legislation though is needed and should recognize the two basic models (and their variants) that presently exist as valid alternatives in Ontario: the reformed bicameral system with some interlocking membership between the board and the senate; and the unicameral governing body, combining the functions of board and senate.

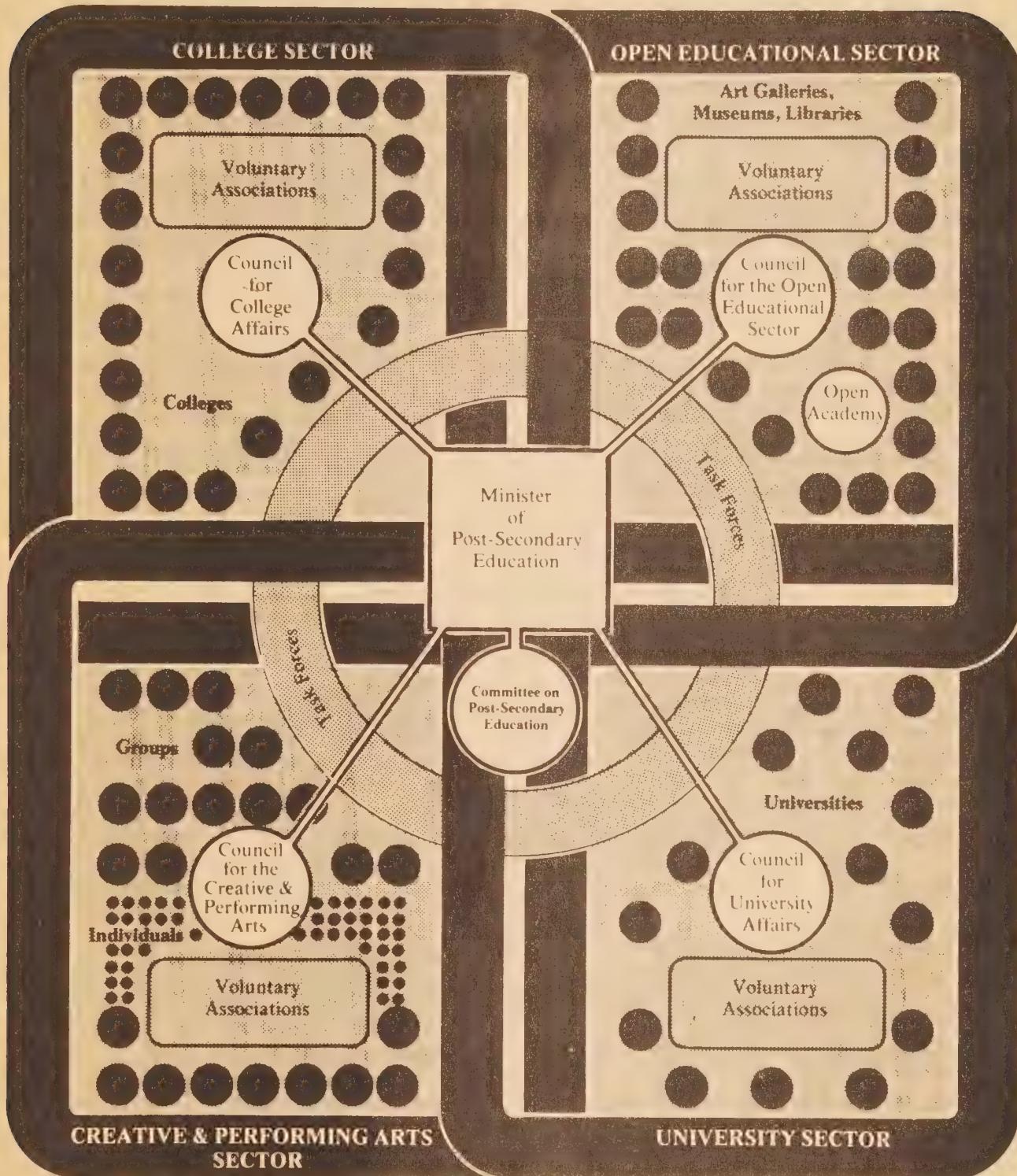
In today's provincial system, the job of ensuring system-wide planning, coordination, and the furthering of social goals must be performed by provincial bodies. Nevertheless, lay representatives on governing bodies still have important functions as community spokesmen, as sources of expertise, and as public trustees.

Institutions must recognize the right of academic freedom in explicit procedures and rules regarding academic appointments, promotions and dismissals. These should include provisions for due process and for protection against double jeopardy, and a statement on academic freedom. Institutions should also establish and publish, in consultation with their faculty and students, policies on grievance procedures for both.

The office of a provincial ombudsman for post-secondary education should be created. Its paramount duty would be to help individuals find their way and protect their rights within the increasingly complex maze of educational bureaucracies; in doing so, it would also foster the spirit of accountability that tends to flag among officials in large, impersonal bureaucratic organizations.

Each post-secondary institution in which the problem of moonlighting exists should develop policies, procedures and regulations that delineate the prime responsibility of an academic staff member to his/her institution, while recognizing the legitimate social and intellectual value of much work done by academics outside the institutions.

Pattern of Organizational Relationships Proposed for Post-Secondary Education in Ontario



## **Recommendation 89**

- 1. There should be established a Ministry of Post-Secondary Education in Ontario.**
- 2. The jurisdiction of the Ministry should include all fields now falling under the jurisdiction of the Ministry of Colleges and Universities, as well as all other fields proposed in this Report for the sectors of open education and the creative and performing arts.**
- 3. All provincial support for these fields should be funded through this Ministry.**
- 4. The Ministry, in addition to its customary duties of advising the Minister, should administer the student grants and loan programs recommended in this Report.**

- (b) one member appointed from the nominations of the representative associations of non-academic university staff;
- (c) six members appointed from the nominations of representative associations of labour, management, the professions, community groups, etc.; and
- (d) one member appointed from the nominations of the Ontario Teachers' Federation.<sup>20</sup>  
Members of the Council should be appointed in a staggered manner for three-year terms, once renewable.

5. The Council should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.
6. No chief executive of a university or a similar post-secondary educational institution should be appointed to the Council.
7. The Council should:
  - (a) plan and coordinate, in consultation with universities and related voluntary associations, the university sector of post-secondary education in the province;
  - (b) advise the Minister of Post-Secondary Education on the global sums needed for the support of institutions and activities within its jurisdiction;
  - (c) allocate and distribute operating and capital funds among the institutions;
  - (d) publish annual reports, to be tabled in the Legislature, describing the activities of the Ontario Council for University Affairs; and
  - (e) hold public hearings, from time to time, at the institutions under its jurisdiction.

## **Recommendation 90**

- 1. There should be established, by law, four governmental agencies dealing with the planning, coordination, and funding of post-secondary education in Ontario. These agencies should replace the existing advisory and other bodies now performing these functions.**
- 2. These four agencies should be called:**
  - (a) the Ontario Council for University Affairs;
  - (b) the Ontario Council for College Affairs;
  - (c) the Ontario Council for the Open Educational Sector; and
  - (d) the Ontario Council for the Creative and Performing Arts.
- 3. The four agencies should be responsible to the Ontario Legislature through the Minister of Post-Secondary Education.**

7. The Council should:
  - (a) plan and coordinate, in consultation with universities and related voluntary associations, the university sector of post-secondary education in the province;
  - (b) advise the Minister of Post-Secondary Education on the global sums needed for the support of institutions and activities within its jurisdiction;
  - (c) allocate and distribute operating and capital funds among the institutions;
  - (d) publish annual reports, to be tabled in the Legislature, describing the activities of the Ontario Council for University Affairs; and
  - (e) hold public hearings, from time to time, at the institutions under its jurisdiction.
8. The Council should allocate and distribute its funds for both educational operating and capital grants on an objective formula basis.

## **Recommendation 91**

- 1. The Ontario Council for University Affairs should be established by statute.**
- 2. The Act establishing the Council should stipulate its membership, powers, and responsibilities.**
- 3. Members of the Council should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.**
- 4. The 14 appointees should be selected from a list of nominees of voluntary associations and should reflect the following division:**
  - (a) two members appointed from the nominations of each of: the Council of Ontario Universities, the Ontario Confederation of University Faculty Associations, and representative student associations;

9. Any major change in the method of funding educational or research activities should be preceded by consultations with representatives of voluntary organizations in the university sector.
10. The Council should consider awarding up to 2 per cent of its operating grants budget for innovations in educational programs and policies. Grants for such projects should persist for no longer than five years; within this period, successful innovations and experiments should be viable on the basis of ordinary support.

## Recommendation 92

1. The Ontario Council for College Affairs should be established by statute.
2. The Act establishing the Council should stipulate its membership, powers, and responsibilities.
3. Members of the Council should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.
4. The 14 appointees should be selected from a list of nominees of voluntary associations and should reflect the following division:
  - (a) two members appointed from nominations of each of: the Committee of Presidents of the Colleges of Applied Arts and Technology, the organization representing faculties of Ontario Colleges of Applied Arts and Technology, and representative student associations;
  - (b) one member appointed from the nominations of the representative associations of non-academic staff;
  - (c) six members appointed from the nominations of representative associations of labour, management, the professions, community groups, etc.; and
  - (d) one member appointed from the nominations of the Ontario Teachers' Federation.<sup>21</sup>

Members of the Council should be appointed in a staggered manner for three-year terms, once renewable.

5. The Council should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.
6. No chief executive of a college or a similar post-secondary educational institution should be appointed to the Council.
7. The Council should:
  - (a) plan and coordinate, in consultation with colleges and related voluntary associations, the college sector of post-secondary education in the province;
  - (b) advise the Minister of Post-Secondary Education on the global sums needed for the support of institutions and activities within its jurisdiction;
  - (c) allocate and distribute operating and capital funds among the institutions;
  - (d) publish annual reports, to be tabled in the Legislature, describing the

activities of the Ontario Council for College Affairs; and

- (e) hold public hearings, from time to time, at the institutions under its jurisdiction.
8. The Council should allocate and distribute its funds for both educational operating and capital grants on an objective formula basis.
9. Any major change in the method of funding educational or research activities should be preceded by consultations with representatives of voluntary organizations in the college sector.
10. The Council should consider awarding up to 2 per cent of its operating grants budget for innovations in educational programs and policies. Grants for such projects should persist for no longer than five years; within this period, successful innovations and experiments should be viable on the basis of ordinary support.

## Recommendation 93

1. The Ontario Council for the Open Educational Sector should be established by statute.
2. The Act establishing the Council should stipulate its membership, powers, and responsibilities.
3. Members of the Council should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.
4. The 12 appointees should be selected from a list of nominees of voluntary associations and should reflect the following division:
  - (a) two members appointed from the nominations of each of: the provincial associations of employees of libraries, museums, art galleries, the open academy, and similar institutions, and the provincial association of libraries, museums, art galleries, and the open academy;
  - (b) two members appointed from the nominations of the representative associations of teachers in adult and continuing education; and
  - (c) six members appointed from the nominations of representative associations of labour, management, the professions, community groups, etc.

Members of the Council should be appointed in a staggered manner for three-year terms, once renewable.

5. The Council should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.

6. No chief executive of an institution within the open educational sector should be appointed to the Council.
7. The Council should:
  - (a) plan and coordinate, in consultation with the appropriate institutions and voluntary associations in that sector, the open educational sector of post-secondary education in the province;
  - (b) advise the Minister of Post-Secondary Education on the global sums needed for the support of institutions and activities within its jurisdiction;
  - (c) distribute operating and capital funds among the institutions;
  - (d) publish annual reports, to be tabled in the Legislature, describing the activities of the Ontario Council for the Open Educational Sector; and
  - (e) hold public hearings, from time to time, at the institutions under its jurisdiction.
8. The Council should, where feasible, allocate and distribute its funds for both educational operating and capital grants on an objective formula basis.
9. Any major change in the method of funding educational or research activities should be preceded by consultations with representatives of voluntary organizations in the open educational sector.
10. The Council should consider awarding up to 2 per cent of its operating grants budget for innovations in educational programs and policies. Grants for such projects should persist for no longer than five years; within this period, successful innovations and experiments should be viable on the basis of ordinary support.

#### Recommendation 94

1. The Ontario Council for the Creative and Performing Arts should be established by statute.
2. The Act establishing the Council should stipulate its membership, powers, and responsibilities.
3. The Council should be the main Ontario agency providing funds for the support of the creative and performing arts.
4. Members of the Council should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.

5. The 10 appointees should be selected from nominees of voluntary associations interested in the creative and performing arts as well as representative associations of labour, management, the professions, community groups, etc.<sup>22</sup> Members of the Council should be appointed in a staggered manner for three-year terms, once renewable.
6. The Council should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.
7. The Council should:
  - (a) advise the Minister of Post-Secondary Education on the global sums needed for the performance of its functions;
  - (b) stimulate and promote the creative and performing arts throughout the province;
  - (c) assist, cooperate with, and enlist the aid of organizations whose objectives are similar to the objectives of the Council;
  - (d) make awards to persons in Ontario for outstanding accomplishments in the creative and performing arts;
  - (e) provide, through appropriate organizations or otherwise, grants, scholarships, or loans to persons in Ontario for study or research in the arts in Ontario or elsewhere or to persons in other provinces or territories of Canada or any other countries for study or research in the arts in Ontario; and
  - (f) publish annual reports, to be tabled in the Legislature, describing the activities of the Ontario Council for the Creative and Performing Arts.
8. The Council should follow the present practice of the Province of Ontario Council for the Arts in having a small administrative staff and limited executive powers. It should be mainly an application and award centre for individuals and organizations engaged in the creative and performing arts.

#### Recommendation 95

The four Councils should be encouraged to form, when necessary, joint committees and task forces to deal with specific common problems and for a specified period of time. Such task forces should be used to maintain appropriate liaison with other Councils, with government bodies, and with interested organizations.

## Recommendation 96

1. There should be established an Ontario Committee on Post-Secondary Education.
2. The Committee should have no executive or administrative responsibilities or be a part of any of the executive or administrative bodies involved in post-secondary education.
3. The Committee should review and monitor post-secondary education in Ontario. It should:
  - (a) sponsor and publish studies on specific subjects it considers important and of interest in the field of post-secondary education;
  - (b) hold regular public hearings on post-secondary education throughout Ontario; and
  - (c) publish annual reports dealing with the entire range of post-secondary education.
4. Members of the Committee should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.
5. The 15 appointees should be selected from nominees of voluntary associations and should reflect the following division:
  - (a) four members appointed on the nomination of labour, management, and community groups;<sup>23</sup>
  - (b) four members appointed on the nomination of representative associations and organizations of post-secondary educational institutions, including students, faculty, and administration;
  - (c) four members appointed on the nomination of provincial associations of engineers, doctors, lawyers, and other professional associations;
  - (d) the Chairman of the Ontario Council of Health;
  - (e) the Deputy Minister of Post-Secondary Education; and
  - (f) the Chairman of the proposed Ontario Human Development Commission.<sup>24</sup>
- Appointed members of the committee should hold office for staggered three-year terms, once renewable.
6. The Committee should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.
7. The Committee should have a small, permanent staff and sufficient funds to support its research and publications.

## Recommendation 97

Faculty and institutions should maintain or, where necessary, create provincial associations to make possible the expression of views of their constituencies.

## Recommendation 98

1. Students enrolled in institutions of post-secondary education should be encouraged to create a province-wide organization or organizations.
2. To support their legitimate functions at the provincial level, such organizations should be funded according to a formula that recognizes the contributions in time made by their members to joint boards, councils, and committees. In addition, individual students should receive honoraria for their participation.

## Recommendation 99

All post-secondary institutions should be governed, administered, and operated with a maximum of local autonomy. (By maximum local autonomy is meant that the governing bodies of each institution should be recognized as the policy makers for all matters that can be settled or resolved at the individual institutional level.)

## Recommendation 100

Students and faculty should have direct and significant representation on the governing bodies of provincially assisted institutions.

## Recommendation 101

Legislation should be reviewed to allow for diversity in governing structures among institutions. New legislation permitting such a development should be passed.

## Recommendation 102

Institutions should make public all relevant information pertaining to their operation, including financial statements. These reports and financial statements should be tabled annually in the Legislature.

## Recommendation 103

Of the lay members of governing bodies of universities and colleges, not more than one-third should be self-perpetuating, with the balance appointed by the Lieutenant Governor in Council and bodies such as alumni and city councils.

## Recommendation 104

1. To protect academic freedom, institutions — where they have not already done so — should develop appropriate procedures and policies regarding academic appointments, promotions, and dismissals.
2. Such procedures should be worked out in detail between the academic staff concerned and the institution, and should include a statement on academic freedom.

## Recommendation 105

Institutions, in consultation with their faculty and students, should establish and publish policies on grievance procedures for both.

## Recommendation 106

1. The Lieutenant Governor in Council, on the recommendation of the Minister of Post-Secondary Education, should appoint a citizen as provincial ombudsman for post-secondary education.
2. The ombudsman for post-secondary education should have all the necessary attributes of such an office: in particular,

access to information, the right to observe deliberations at which administrative officials make rulings, and the right of publication.

3. The ombudsman for post-secondary education should table annual reports in the Legislature describing the activities of his office.
4. Only in the absence of established grievance procedures in an institution should the ombudsman be empowered to secure fair treatment of its employees and students.

## Recommendation 107

Institutions, in consultation with the academic staff concerned, should develop policies, procedures, and regulations that recognize the prime responsibility of an academic staff member to his or her institution and ensure that his or her non-institutional, contract, and off-campus work in no way conflict with this responsibility.

## Recommendation 108

All vestiges of *in loco parentis* rules should be abolished in institutions of post-secondary education.

# Chapter 8

## Financing: Equity and Quality

Since 1966, a system designated as "formula financing" has served as the basic policy for the distribution of funds to universities. Under formula financing public support for operating purposes of universities is based on the number of students registered at each institution. In order to reflect the variations in the costs of different programs, the subsidies are weighted according to costs per student.

The formula system was established for several reasons, including:

- 1) lack of articulated and publicly stated criteria for the distribution of funds
- 2) fear of increasing government financial control
- 3) inability of individual institutions to plan

The introduction of formula financing in 1966-67 met one of the chief problems facing a rapidly expanding system: the certainty of support for its growing operations.

We favour retaining the formula-financing method. The very same considerations which argued for its adoption support its retention. It explicitly recognizes student demand as an important basis for planning; it ensures the equitable financial treatment of institutions; and it preserves a large measure of institutional independence. It should NOT be regarded as a solution to ALL the problems of the post-secondary system.

Under formula financing, cooperation among institutions was expected to flourish and lead to voluntary system-wide planning and coordination, but this has not happened. Graduate programs have proliferated across the province and universities have often designed their programs in order to maximize their incomes.

Effective provincial planning and coordinating structures are obviously needed. In addition, while the formula should continue to be based on weighted student enrollment, we propose two important changes:

- 1) the formula should be much simplified by reducing the number and narrowing the range of weights
- 2) the formula should be used solely to determine the public subsidies for an institution's instructional and related functions

The task of separating the functions of instruction and research and funding them separately is not as difficult as is sometimes thought. The kind of research that should be funded separately is that which is not directly essential for teaching effectiveness. Activities which are heavily capitalized and involve non-teaching functions need separate funding and accountability.

The system of separate funding for research should enhance the responsiveness of the post-secondary system to society's scholarly and research needs. It should promote institutional specialization and complementarity; it should facilitate planning and coordination; and it should encourage differentiation among faculty members.

The separate funding of research can also facilitate the establishment of the provincial government's own research policy in coordination with the federal government.

To facilitate long-term planning, policies regarding research grants and formula subsidies for instruction should be made and announced on a 'rolling' three-year basis. At the same time, institutions should be free to set their own tuition fees. Part-time students should be subsidized on a pro-rata basis.

Current income should no longer be determined by an institution's current enrollment. Instead, its formula income should be allocated and distributed on the basis of official enrollment estimates.

C.A.A.T.'s should operate with as flexible a system of financing as that recommended for universities. Because colleges are relatively new and provide different kinds of educational services, rigidities which hamper the growth of their varied activities should be avoided. C.A.A.T.'s, universities and similar institutions should be treated equitably with respect to the provision of capital funds for all purposes, including cultural, athletic and social activities.

The support of libraries, museums, galleries and other cultural and artistic activities should be regularized and, in some cases, increased.

Students of all accredited private post-secondary institutions should be eligible for public support. Church-affiliated colleges should be eligible for the same financial support as that available to secular colleges and universities, subject to the qualifications detailed in Recommendations 115 and 116.

\* \* \*

The guiding principle of the Province's policy of financing post-secondary education should be universal access to appropriate educational services for all who wish and are able to benefit from them. All financial barriers to accessibility should be progressively abolished.

A program of scholarships and fellowships should be established as outlined in Recommendations 117 and 118.

Public financing of students should be accomplished thru two additional types of programs: a grant program and a contingent repayment loan program. The proposed grants program is outlined in Recommendation 120.

The loan program as proposed in Recommendation 121 is designed to facilitate accessibility for students covered partly or not at all by the grants scheme. The loan program would also help students wishing to obtain professional or higher degrees. To prevent exploitation of the program, the recipient of a loan should show reasonable progress towards a declared academic objective.

The loan policy should apply equally to both male and female students. Thus, if the recipient of a loan marries and thereby forfeits his or her personal income, the burden of debt should not be shifted to the wife or husband.

Accessibility should apply not only to established institutions, but to all forms of educational and/or cultural activities that can reasonably fall within the definition of post-secondary education.

\* \* \*

We suggest that there is no pressing need at this time to move towards year-round academic calendar systems. We believe that for several years to come, suggestions for increased utilization or increased flexibility will find greater scope in reforms within the conventional academic year. Furthermore, they can be carried out at much less incremental cost.

\* \* \*

It has been argued that consideration should be given not only to the background of the students, but also to their financial prospects on graduation. Students in professional schools often receive the largest per capita share of government funds for post-secondary training; yet they enjoy the prospect of earning the highest income thru their professions. We find several flaws in this apparently convincing argument. (See Report.)

\* \* \*

In addition to the question of distributing costs equitably among students, we have considered the related issue of distributing educational costs between students and the public. We have rejected the proposal that post-secondary education should be provided free.

Firstly, we believe that a general subsidy which supports all students regardless of financial background is inequitable. Secondly, "free" education would not in itself solve the underrepresentation of students from lower income families.

Students should bear a fixed percentage of institutional costs for instructional expenditures. We propose that from one-half to two-thirds of the cost be subsidized and that the remaining one-half or one-third be borne by the student.

It should be mentioned that the shift of the cost burden would not significantly affect the present fee structure for undergraduate arts and science students, but it would imply increased fees for students in C.A.A.T.'s and in graduate and professional schools.

We have said very little about what the actual size of public funds allocated to post secondary education in Ontario "ought" to be. The reason for this is simple: the decision is strictly a political one. But if we have not made specific recommendations about the global amounts, we have offered principles and criteria for the evaluation of priorities.

The system we recommend is designed to provide the maximum returns from the available funds and to improve both the equity of the financial system and the quality and efficiency of the educational system as a whole.

Finally, current enrollment fluctuations and demographic trends suggest that the post-secondary system may be entering a period of further significant change in enrollment and learning patterns. We caution against the lure of easy adjustments such as across-the-board budget and program freezes or cuts.

## Recommendation 109

The goal of the provincial government's financing of post-secondary education should be universal access to appropriate educational services for all who wish and are able to benefit from them. Accordingly, all financial barriers to universal access should be progressively abolished.

## Recommendation 110

The public subsidy of post-secondary institutional operating costs should distinguish between educational and instructional expenditures, on the one hand, and payments for research and other activities, on the other. The annual public subsidy should be allocated to each institution as a single global sum:

- (a) the subsidy for educational or instructional expenditures should be in the range of one-half to two-thirds of such costs, and based on a revised formula; and
- (b) payments for research and other activities, where applicable, should be on a long-term basis (no fewer than three but no more than five years) and following quality assessment within each field or discipline.

## Recommendation 111

1. The fiscal stability of post-secondary institutions should be enhanced by allocating and distributing their formula income on the basis of projected enrolment.

Each institution's projected enrolment should be determined in consultation with, and on the approval of, the appropriate council. It should be consonant with province-wide enrolment projections and long-term institutional plans.

2. In calculating formula income, part-time students should be subsidized on a pro-rated basis.

## Recommendation 112

To facilitate long-term planning, grants and subsidy policies of the government and the proposed councils should be made and announced on a rolling three-year basis.

## Recommendation 113

Institutions should be free to set their own tuition fees.

## Recommendation 114

Colleges of applied arts and technology, universities, and similar institutions should be treated equitably with respect to all purposes, including cultural, athletic, and social activities.

## Recommendation 115

Church-affiliated colleges should be eligible for the same financial support as secular colleges and universities provided that:

- (a) the governing bodies of the church-affiliated colleges conform to the general guidelines for such bodies recommended in this Report;<sup>17</sup>
- (b) the college does not discriminate on the grounds of religion in its admission policies for students and in its hiring, promotion, and tenure policies for faculty;
- (c) the college gives assurance that no public funds will be used for religious indoctrination;
- (d) the college obtains approval for its academic programs from the senate or comparable body of an affiliated or federated secular institution; and
- (e) a long-term plan that includes anticipated enrolment is submitted to, and approved by, the appropriate council.

## Recommendation 116

Both students and faculty members of church-affiliated colleges should be eligible for the full support of the financial programs recommended in this Report (that is, students should be eligible for the scholarship, fellowship, grant, and loan programs, and faculty members for appropriately awarded research support).

## Recommendation 117

To encourage innovation and excellence in all fields, there should be established a limited program of provincial scholarships for university undergraduates and for students in colleges and the open educational sector.

## Recommendation 118

There should also be established a limited program of graduate fellowships for outstanding students. The stipend should be of sufficient amount to retain many of the best students in Ontario and to attract others of like quality from elsewhere. Selection should be through a province-wide competition. A proportion of fellowships (say, 15 per cent) should be awarded to non-Canadians.

## Recommendation 119

Public financing of students in post-secondary education should be through two additional programs: a grant program designed to provide increased access to post-secondary education for students from lower income groups; and a

contingent repayment loan program open to all students, including those in church-affiliated and other private institutions of post-secondary education.

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### Recommendation 120

The grant program should have the following features:

- (a) awards should be large enough to pay the student's tuition fees and provide for his maintenance while studying;
- (b) grants should be extended to eligible individuals for five years of full-time study or its equivalent in part-time study;
- (c) eligibility for grants should be based on an individual's personal and parental income and wealth. The amount granted should be scaled according to the recipient's parents' income group and size of family on a graduated basis up to a limit of \$15,000 income (1972 dollars) for a family with two children. This limit should be reviewed periodically;
- (d) eligibility and size of grant should not be limited because the recipient lives with his parents; and
- (e) the grant should be determined on the basis of a sliding scale, gradually decreasing from the maximum granted to students whose families are in the lowest income bracket in Ontario.

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### Recommendation 121

The contingent repayment loan program should have the following features:

- (a) it should be open to all students;
- (b) it should not be limited in time but should be dependent upon a reasonable progression towards a declared academic objective;
- (c) it should be interest-bearing;
- (d) repayment should be based on the "ability to pay" principle and fixed as a percentage of taxable income in any year;
- (e) it should be repayable within 20 to 30 years or forgiveable thereafter; and
- (f) the yearly and total amount of support for which individual students are eligible should be recommended by the respective councils responsible for universities, colleges, and the open educational sector.

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### Recommendation 122

The Government of Ontario should give consideration to devising suitable schemes of financial support for persons who, in preparation for enrolment in a post-secondary program, require makeup work.

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### Recommendation 123

The Government of Ontario and the Government of Canada should establish programs in which students would have their educational costs paid in return for a contract of service.

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### Recommendation 124

1. Canadian citizens resident in Ontario who have not received formal post-secondary education in a traditional institution, but have the desire and ability to pursue further education in some other way, should be eligible to apply for a grant up to an approximate value of the average per student public subsidy for instructional purposes provided to individual students and to institutions of post-secondary education. These grants should be awarded to an individual citizen or a group of citizens for the purchase of educational and cultural services. The proposed Council for the Open Educational Sector should be responsible for devising, approving, and administering grants of this type.
2. The Government of Ontario should initially allocate \$3 million annually to the Council for this purpose. The proposed Ontario Committee on Post-Secondary Education should review this program annually and recommend appropriate increases as the program is developed and evaluated.

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### Recommendation 125

All existing provincially supported programs of aid, bursaries, loans, grants, scholarships, and fellowships for post-secondary students should be phased out gradually in favour of the Commission's proposed programs.

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### Recommendation 126

The proposed Ontario Committee on Post-Secondary Education should monitor the consequences of the proposed financing arrangements, with particular attention to their impact on access to post-secondary education. These findings should be published annually.

**Table 8-7****Projected Enrolment and Costs<sup>1</sup> of Public Education in Ontario**

	1971-72	1976-77	1981-82	Units
<b>Publicly Supported Elementary and Secondary Schools</b>				
Total Enrolment	2,031,400	1,979,300	1,885,700	Students
Total Operating and Capital Costs @ 1.5% p.a. increase in current dollars)	1,545	1,664	1,793	\$ millions
<b>Universities</b>				
Enrolment <sup>2</sup>	123,000	191,000	234,000	Students
Unit Operating Cost <sup>2</sup>	3,600	3,600	3,600	\$
Total Operating Cost	443	688	842	\$ millions
Average Annual Student Increase	—	13,600	8,600	Students
New Capital @ \$7,000 per Student Place Increase	—	95	60	\$ millions
Renovation and Replacement @ 3% of Stock @ \$7,000	—	40	48	\$ millions
Total Capital Cost	105	135	108	\$ millions
Total Operating and Capital Costs	548	823	930	\$ millions
<b>Colleges of Applied Arts and Technology</b>				
Enrolment	34,400	56,000	76,000	Students
Unit Operating Cost <sup>3</sup>	2,600	2,400	2,200	\$
Total Operating Cost	89	134	167	\$ millions
Average Annual Student Increase	—	4,300	4,000	Students
New Capital @ \$7,000 per Student Place Increase	—	30	28	\$ millions
Renovation and Replacement @ 3% of Stock @ \$7,000	—	14	17	\$ millions
Total Capital Cost	63	36	45	\$ millions
Total Operating and Capital Costs	152	170	212	\$ millions
<b>Other Post-Secondary Educational Institutions</b>				
Total Operating and Capital Costs <sup>2</sup>	74	74	74	\$ millions
<b>Total Post-Secondary Educational Institutions</b>				
Operating and Capital Costs	774	1,067	1,236	\$ millions
<b>Total Public Education Costs</b>	<b>2,319</b>	<b>2,731</b>	<b>3,029</b>	<b>\$ millions</b>
<b>Costs Per Capita</b>				
Total Post-Secondary Education Cost Per Capita	103	131	141	\$
Total Public Education Cost Per Capita	307	336	346	\$
<b>Gross Provincial Product</b>				
Total Post-Secondary Education as a Percentage of GPP	2.0	2.1	1.9	Percent
Total Public Education as a Percentage of GPP	6.1	5.5	4.6	Percent

1 It is assumed that the proportion of graduate to undergraduate students will remain constant at the 1971-72 level.

2 This figure is in constant dollars and so presumes increases to offset inflation. In future, further adjustments may be necessary because of changes in payroll costs, scale of operations, enrolments and program mix.

3 It is assumed that the unit operating cost will decline because of the influence of the scale of operations.

Table 8-7 presents projections of the costs of post-secondary education, and education generally, for the coming decade. It is important to emphasize that these are projections, not predictions.

In addition most importantly, the projections do not reflect the impact of our recommendations. They do reflect general current patterns and trends continued through the 1970's.





*"I've a bold new plan for increasing our enrolment.  
We seek the government's permission to split our  
subsidy with the students."*

This abridged version of "The Learning Society" was produced in an attempt to provide interested persons with a concise statement of the philosophy and recommendations of Commission on Post-Secondary Education.

John Creelman	University Commissioner
Krys Dobrowolski	Education Assistant
Mary-Ann Georges	Secretary
Eric Miglin	President
George Strathy	Education Commissioner

for the Students' Administrative Council, University of Toronto